

Desalination

Desalination is a water treatment process for the removal of salt from water for beneficial use. Desalination is used on brackish (low-salinity) water as well as seawater. In California, the principal method for desalination is reverse osmosis. This process can be used to remove salt as well as specific contaminants in water such as Trihalomethane precursors, volatile organic carbons, nitrates and pathogens.

Only desalination for municipal purposes, that is, desalination used by public and private water agencies is considered in the following discussion. Desalination by industrial and commercial entities is not considered since those applications of desalting generally involve treating fresh water to a higher standard to meet a specific need. Desalination plant capacity for this paper is expressed in terms of the fresh or potable water capacity of the plant. Total water costs are given in \$ per acre-foot of fresh or potable water produced.

Current Desalination in California

Desalination began in California in 1965. The rapid rise in installed capacity over the last decade has occurred mostly due to dramatic improvements in membrane technology and the increasing cost of conventional water supply development. In 1999 there were 30 desalting plants operating in California for municipal purposes with a total capacity of about 80,000 acre-feet per year.

Assembly Bill 2717 (Hertzberg, Chapter 957, Statutes of 2002) called for DWR to establish a Desalination Task Force to look into:

- Potential opportunities for desalination of seawater and brackish water in California
- Impediments to using desalination technology
- What role, if any, the state should play in furthering the use of desalination

The Task Force completed its mission in October 2003 after six month of deliberations. DWR prepared recommendations (see text box on the following pages) with significant input from Task Force members, comprised of representatives from twenty-seven organizations.

In November, 2001, Metropolitan Water District of Southern California (MWD) issued a Request for Proposal (RFP) under its new Seawater Desalination Program targeting 50,000 acre-feet –per-year (AF/Y) of sustained production. Through a competitive process, selected projects would be eligible for financial assistance up to \$250/AF. San Diego County Water Authority is also investigating seawater desalting facilities in addition to the 50 mgd Carlsbad plant proposed under the MWD program described above. A number of San Francisco Bay area agencies are jointly funding planning studies for desalination, as are several central coastal agencies.

Desalination Recommendations Summary (2003)**General Recommendations:**

1. Since each desalination project is unique and depends on project-specific conditions and considerations, each project should be evaluated on a case-by-case basis.
2. Include desalination, where economically and environmentally appropriate, as an element of a balanced water supply portfolio, which also includes conservation and water recycling to the maximum extent practicable.
3. Ensure equitable access to benefits from desalination projects and ensure desalination projects will not have disproportionate impacts particularly to low-income and/or ethnic communities.
4. The state should create mechanisms that allow the environmental benefits associated with transitioning dependence on existing water sources to desalinated water to be realized.
5. In conjunction with local governments, assess the availability of land and facilities for environmentally and economically acceptable seawater desalination.
6. Results from monitoring at desalination projects should be reported widely for the broadest public benefits. Encourage opportunities to share information on operational data. Create a database and repository for storing and disseminating information.
7. Create an Office of Desalination within the Department of Water Resources to advance the state's role in desalination.

Energy and Environment Related Recommendations:

8. Ensure seawater desalination projects are designed and operated to avoid, reduce or minimize impingement, entrainment, brine discharge and other environmental impacts. Regulators, in consultation with the public, should seek coordinated mechanisms to mitigate unavoidable environmental impacts.
9. Identify ways to improve water quality by mixing desalinated water with other water supplies.
10. Where feasible and appropriate, utilize wastewater outfalls for blending/discharging desalination brine/concentrate.
11. Compare reasonable estimates of benefits, costs and environmental impacts for desalination with those for other water supply alternatives realistically available to that area.
12. Recognizing the importance of power costs to the costs of desalination, consider strategies that will allow project sponsors to access non-retail power rates.
13. Clarify the applicability of non-retail energy pricing for desalination facilities.
14. Study the energy intensity and rates currently paid for energy used to provide water from various sources including desalination.
15. Study the potential for developing renewable energy systems in California, in conjunction with desalination implementation strategies.
16. Identify ways that desalination can be used in a manner that enhances, or protects the environment, public access, public health, view sheds, fish and wildlife habitat and recreation/tourism.

Planning and Permitting Related Recommendations:

17. To improve communication, cooperation, and consistency in permitting processes, encourage review processes for each desalination project to be coordinated among regulators and the public.
18. Evaluate all new water supply strategies including desalination based upon adopted community General Plans, Urban Water Management Plans, Local Coastal Plans, and other approved plans that integrate regional planning, growth and water supply/demand projections. Environmental reviews should ensure that growth related impacts of desalination projects are properly evaluated.

19. Ensure adequate public involvement beginning early in the conception and development of desalination projects and continuing throughout planning, design and evaluation processes. Coordinate public notification, outreach and public involvement strategies.
20. If multiple desalination projects are proposed within a region, coordinate development and analysis of these projects, including their benefits and cumulative impacts.
21. For proposed desalination facilities co-locating with power plants, analyze the impacts of the desalination facility operations apart from the operations of the co-located facilities. This will identify the impacts of the desalination facility operations when there are reductions in cooling water quantities. This recommendation is not intended to dictate California Environmental Quality Act alternatives that must be evaluated.
22. When desalination projects propose environmental benefits, identify the assurances that those benefits will be realized.
23. Evaluate the effects of desalinated water on existing water supply distribution systems.
24. Each community should consider the appropriate role, if any, for private companies in a desalination project or proposal.
25. Private desalination projects, and private developers and plant operators, should be required to fully disclose the same information as a publicly owned and operated facility.
26. To avoid potential international trade agreement violations, no legal standard or regulation should discriminate against an applicant based on ties to multi-national corporations.
27. Investigate the ramifications of designating ocean and estuarine waters in proximity to desalination intakes as drinking water beneficial use.

Funding Related Recommendations:

28. Provide funding for research and development projects (e.g., feedwater pretreatment, the value and limitations of beach wells for feedwater intake, other technologies to reduce entrainment and impingement impacts, strategies for brine/concentrate management, opportunities for energy efficiencies and application of alternative energy sources and combined energy and desalination technologies).
29. In addition to other eligibility criteria, state funding should give high priority to those desalination projects that provide the greatest public benefits, such as: 1) serve areas implementing all conservation and recycling programs to the maximum extent practicable; 2) demonstrate long-term environmental benefits; 3) avoid or reduce environmental impacts to the extent possible; 4) reduce health risks by improving water quality; and 5) ensure equitable access to benefits from desalination projects and include feasible mitigation for any environmental justice impacts.

Potential Benefits of Municipal Desalination in California

The benefits that desalination can provide are:

- Increase in water supply
- Reclamation and beneficial use of waters of impaired quality
- Increased water supply reliability during drought periods
- Diversification of water supply sources
- Improved water quality
- Protection of public health

The primary benefit of desalting is to increase California’s water supply. Seawater desalting creates a new water supply by tapping the significant supply of feedwater from the Pacific Ocean.

The following table shows the number and capacity of seawater desalting plants in operation and in design and construction as of 2002 and plants that are currently planned or projected for construction. These include the plants proposed in response to the MWD solicitation and plants in Huntington Beach, the Monterey Bay area and Marin County. While not all of these are likely to be constructed this decade, it is assumed that they, or an equivalent number, will be operational by 2030.

Desalting in California for New Water Supply

	Plants in Operation		Plants in Design and Construction		Plants Planned or Projected	
Feedwater Source	Number of Plants	Annual Capacity	Number of Plants	Annual Capacity	Number of Plants	Annual Capacity
Groundwater	14	46,200	5	31,100	8	56,300
Seawater	4	1,150	1	250	9	187,100
Total	18	47,350	6	31,350	17	243,400
Cumulative			24	78,700	31	322,100
1. Capacity in Acre-feet per year 2. Design and Construction – Construction underway or preparation of plans and specifications has begun 3. Planned – Planning studies underway 4. Projected – Assumed new or expanded capacity 5. Sources: “Water Desalination Report”, and Worldwide Desalting Plants Inventory series by International Desalination Association.						

In addition to the above, there is additional new water supply possible from desalting oil field production water in the San Joaquin and Salinas Valleys and brackish agricultural drainage water in the San Joaquin and Imperial Valleys. These are not quantifiable at present.

Desalting wastewater increases the range of beneficial uses for which recycled municipal wastewater can be used. Of the 1,200,000 AF/Y (see the Recycled Municipal Water strategy) in reclaimed water projected for 2030, approximately 150,000 AF/Y will include desalting in the treatment process.

Desalting groundwater allows groundwater of impaired quality to be adequately treated for potable use. Approximately 130,000 AF/Y in capacity is currently planned or projected to be constructed. Groundwater desalting may or may not be a “new” water supply depending upon the water portfolio or balance in the area or region where it occurs. It is, however, providing water from a source that is not currently being used for beneficial purposes.

Potential Costs of Desalination

Recent technological advances in various desalination processes have significantly reduced the cost of desalinated water to levels that are comparable, and in some instances competitive, with other alternatives for acquiring new water supplies. Desalination technologies are becoming more efficient, less energy demanding and less expensive. Significant progress and innovation in membrane technologies such as reverse osmosis (RO) has helped reduce costs. The RO process has been proven to produce high quality drinking water throughout the world for decades.

The estimated capital cost of 187,100 (see table on previous page) acre-feet per year in increased seawater desalting capacity is about \$1 billion. The table below shows the range in total unit water cost that can be expected from plants desalting groundwater (or brackish), wastewater and seawater. These costs are based on the expected lifetime of the plant (20-30 years).

Desalting Total Water Costs

Type of Desalting Plant	Total Water Cost - \$ per Acre-Foot
Groundwater	\$250-500
Wastewater	\$500-2000
Seawater	\$800-2000

Major Issues Facing Desalination

Historically, the cost of desalting has been the major issue regarding desalting, with energy use a close second. As desalting costs have declined and the cost of traditional water supplies has increased, desalting is increasingly being considered. As a result, two additional issues have increased importance, environmental impacts and permitting (particularly for coastal plants).

Cost and Affordability

Desalination has historically been prohibitively expensive. The improvements in technology and the rising cost of conventional water supplies has made desalination competitive with importing water and recycled municipal wastewater in a number of cases. Cost is still an issue to consumers. The cost will be influenced by the type of feedwater, the available concentrate disposal options, the proximity to distribution systems, and the availability and cost of power. In some cases, the higher costs of desalting may be offset by the benefits of increased water supply reliability and/or the environmental benefits from substituting desalination for a water supply with higher environmental costs (e.g. Carmel River, Monterey Bay area).

Environmental Impact and Permitting

Brackish water desalination plants have fairly routine environmental and permitting requirements. Coastal desalination plants face much closer scrutiny. Locations within the coastal zone, and with the need for water intakes and outfalls, are subject to many reviewing agencies, organizations, and permitting requirements.

Seawater Intakes

Existing seawater intakes for power plant cooling are proposed as the source of supply for almost all of the currently proposed plants. In general, these existing intake systems have been shown to have fairly significant impacts on the coastal zone. Changes in power plant cooling technology may limit the potential capacity of seawater desalting on the coast. A number of coastal power plants that use once-through cooling from the ocean, may cease operation or convert to a “dry” cooling system. In addition, some power plants are not in continuous operation.

Concentrate Discharge

Desalination plants of any type produce a salt concentrate that must be discharged. The quantity and salinity of that discharge varies with the type of desalting plant and its operation. Brackish water plants in California discharge their concentrate to municipal wastewater treatment systems where they are treated and blended with effluent prior to discharge. Inland desalting plants without a discharge to the ocean may be limited by the type of discharge options available. Seawater desalination produces a concentrate

approximately twice as salty as seawater. In addition, residuals of other treatment chemicals may also be in the concentrate. The seawater plants currently being planned will use existing power plant outfall systems to take advantage of dilution and mixing prior to discharge. The availability of power plant cooling systems to dilute the concentrate prior to discharge to the ocean will also be affected by the future of coastal power plants as discussed in the prior issue.

Energy Use

Desalination's primary operation cost is for power. A 50 mgd seawater plant (approximately 50,000 acre-feet per year assuming operating 90% of the time) would require about 33 MW of power. Forecasted seawater desalination of about 187,000 acre-feet per year would require about 123 MW of power. The reduction in unit energy use has been among the most dramatic improvements in recent years due to improvement in energy recovery systems.

Growth-Inducing Impacts

The availability of water has been a substantial limitation on development in a number of locations, primarily coastal communities. Since desalination on the coast is now a much more affordable option in comparison to the past, the availability of desalinated water could reduce this limitation.

Recommendations to Promote Desalination in California

1. DWR should lead the development of a consensus process, involving appropriate stakeholders, to identify criteria and prioritize the implementation of Task Force recommendations, given the expected expenditures, using existing and new funding sources (see above sidebar on Task Force recommendations).

Information Sources

- Water Desalination Task Force (AB 2717 [Hertzberg, Chapter 957, Statutes of 2002])
- "Water Desalination - Findings and Recommendations", Department of Water Resources, October 2003
- Draft Desalination Issues Assessment Report, Center for Collaborative Policy, California State University, May 2003
- "Desalting in California", Division of Planning & Local Assistance, San Joaquin District (in preparation)
- "Seawater Desalination in California", California Coastal Commission (Draft Report for public review)
- "Seawater Desalination: Opportunities and Challenges", National Water Research Institute, March 2003.
- "Tapping the World's Largest Reservoir: Desalination", Western Water, January/February 2003